UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/49/540/Add.1
2 November 1994

ORIGINAL: ENGLISH

Forty-ninth session
Agenda item 122

FINANCING OF THE UNITED NATIONS PROTECTION FORCE

Report of the Secretary-General

Addendum

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I. INTRODUCTION

1. It was stated in the report of the Secretary-General on the financing of the United Nations Protection Force (UNPROFOR) dated 19 October 1994 (A/49/540) that the observations and comments on previous recommendations of the Advisory Committee on Administrative and Budgetary Questions (A/48/961) would be issued as an addendum. Additional information in respect of voluntary contributions is also included.

II. VOLUNTARY CONTRIBUTIONS

2. Voluntary contributions from the Government of Germany for the period from 1 April to 30 September 1994 should read: loan of 171 armoured personnel carriers (valued at $3,420,000); loan of radio equipment, 2 forklifts, 1 road sweeper and 1 van (valued at $140,526); loan of 390 vehicles and trailers, 58 armoured personnel carriers, 4 combat ambulances, 26 generators, 2 heavy-duty trailers, 1 automatic swing crane and 25 ambulance cars; and the donation of 4,300 sets of winter clothing (value not yet determined).

3. For the period from 1 October 1994 to 31 March 1995, the Government of Germany has loaned 100 armoured personnel carriers to UNPROFOR, the value of which has not yet been determined, in addition to the donation of 50 heavy cargo trucks valued at $5 million.

4. Voluntary contributions from the Government of the Netherlands for the period from 1 April to 30 September 1994 should read: donation of three 4 x 4 pick-up trucks, two 4 x 4 vehicles, one refueller, five 5-ton trucks and one ambulance valued at $95,973.

III. OBSERVATIONS AND COMMENTS ON PREVIOUS RECOMMENDATIONS BY THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS

Establishment of systems to improve the administration and management of the Force, including the ability to collect the most up-to-date budget implementation data (A/48/961, para. 10)

5. The quality and timeliness of financial data has improved over the last six months. This results from the recruitment of additional staff in the Finance and Procurement Sections, thus enabling more timely processing of the volume of data accruing to an operation of this magnitude.

6. In addition, the Division of Management and Administration is exploring the development of a system that would provide a standardized process for management to use to plan the support activities required to implement the objectives of the Special Representative of the Secretary-General and the concept of operations developed by the Force Commander, the Head of Civil Affairs and the Chief Administrative Officer.

Submission of a performance report for the period from 1 July 1993 to 31 March 1994 and assessment of Member States (para. 10)

7. The performance report for UNPROFOR covering the period from 1 July 1993 to 31 March 1994 was submitted on 16 August 1994 (A/48/690/Add.4). Estimated expenditures for this period total $854,893,200 gross ($850,667,700 net), resulting in an unencumbered balance of $3,985,459 gross ($3,495,059 net). It is recommended in paragraph 45 (c) of document A/49/540 that this unencumbered balance be offset against the additional assessment among Member States for the period from 1 October 1994 to 31 March 1995.

Refinement of the format of the budget document for peace-keeping operations (para. 18)

8. Pursuant to the recommendations of the Advisory Committee and the Fifth Committee, action has been started and is continuing to refine the format of the peace-keeping budget documents. An outline of the proposed format will be submitted to both Committees as soon as possible.

Future budget proposals should contain a breakdown of the military contingents by infantry personnel and military support personnel (para. 22)

9. The deployment schedules shown in tables 2 and 3 of annex IV to document A/49/540 show a separate breakdown for the infantry and support personnel.

Development of an effective system of accounting in respect of troop strength statistics (para. 26)

10. UNPROFOR has developed a software programme for use by the military in reporting their monthly strength reports. Written guidelines were distributed to all end-users and training was provided by UNPROFOR civilian personnel. Use of this programme on a Force-wide basis commenced with the preparation of the strength report for September 1994.

Provision of statistics to justify the cost-effectiveness of the lease of an aircraft for troop rotation (para. 27)

11. The total operating costs of the TU-154 aircraft for the period from 1 April to 30 September 1994 for rotation travel within Europe amounted to $3,799,400. The cost breakdown is shown below:

	Cost for six months (US $)
Hire cost	550 900
Aviation fuel - 63 hours x 2,700 gallons x $1.74 x 6 months	1 775 800
Lubricants at 10 per cent of fuel	177 600
Liability and war-risk insurance	510 300
Ground handling/landing services	784 800
Total	3 799 400
Number rotations (120 troops x 150 rotation flights)	18 000
Average cost per rotation	211

The corresponding cost for travel within Europe by commercial means currently averages $390 per rotation.

Justification of the proposed increase in civilian staffing in terms of functions in the various organizational units concerned and the related workload (para. 33)

12. In the light of comments by the Advisory Committee and the decision of the Fifth Committee, a review was conducted and a proposal was submitted to reduce the number of civilian staff by 300. Information regarding functions in the various organizational units has been provided to the Advisory Committee. Information on the related workload will be provided in a future report.

Justification of the increase in civilian staffing related to the assumption by UNPROFOR civilian sector of services formerly undertaken by the military (para. 33)

13. A typical pattern of peace-keeping mission development would see UNPROFOR now in the sustainment phase. The logistics support of UNPROFOR, in the deployment and early sustainment phases of the mission (early 1992 to autumn 1993), followed a fairly traditional sequence. As the deployment phase moved into the sustainment phase, military logistics units that had been contributed to establish the mission were either totally or partially withdrawn and replaced by civilian and contractor support.

14. In the role of lead nation for logistics support, the French contributed a logistics battalion of 1,260 personnel to support a force of 13,140. France responded rapidly to Security Council resolution 836 (1993) by deploying a fourth infantry battalion in July 1993. However, compensating reductions were made to the overall French commitment by the withdrawal of the supply and maintenance companies of the French logistics battalion at the end of September 1993. Construction and engineering support to the United Nations Protected Areas (UNPAs) was provided by a 350-person Finnish construction battalion. By early 1993, it became evident the Finnish construction battalion did not have the resources to support the expanding military force being

deployed in the UNPAs. It was withdrawn by 1 July 1993. A Canadian combat engineering unit, which had been providing some construction support, was reduced from 400 to 200 men and dedicated to combat engineering duties. The Netherlands contributed a signal battalion, primarily to provide tactical communications to battalion level. It was withdrawn in July 1994. Attempts to secure other logistics and engineering battalions were unsuccessful.

15. Authorized military support strength figures have continued to increase with successive mandates. Since October 1993, the only significant logistics contributions have been contingents augmenting their own capability. Although 12,475 authorized positions are identified as "support" positions, only 3,903 are occupied by logistics support personnel and 2,634 by combat support personnel or miscategorized infantry. The remainder are vacant.

16. In early 1994, logistics staff of the Division of Management and Administration began analysing the UNPROFOR support structure. The study determined that the most economical means of supporting the UNPROFOR components was to establish a staff structure that took advantage of military personnel and equipment already deployed in theatre and to augment this establishment with United Nations staff and contractor personnel capable of performing both routine and technical support/logistics functions. To address and resolve the critical logistics situation and to fill the void created by the reduction of the logistics battalion, the Division expanded the scope of function of Technical Services to cater for second- and third-line logistics support, assuming first line support would be undertaken by elements organic to each contingent. To cope with the expansion in function and responsibilities, Technical Services was reorganized and renamed Integrated Support Services to reflect its true function. Integrated Support Services is the result of comparing traditional military support structures sized to support a deployed light army corps in a field environment, a formation that most closely corresponds to UNPROFOR.

17. Engineering. Of the current Force engineer assets, a Slovak engineering battalion, comprising only 110 personnel, is available for construction support tasks. The rest are committed equally between combat engineering and route clearance tasks. Contingent engineers are typically less than 10 per cent of each contingent. As 80 per cent of their effort is directed towards combat-related tasks (mine clearance, field defence, etc.), it is assessed that there are 1,295 contingent engineer support personnel available to the mission, which means only 1,405 military engineers (1,295 contingent engineers plus 110 Slovak engineers) are available for non-combat engineering tasks. According to the most conservative calculations by military planners, it is estimated that the existing force of 38,305 troops and military observers, 643 civilian police and 4,051 civilian personnel (as of 6 September 1994) requires a minimum of 3,447 support engineers. This figure is based on a calculation of 250 support engineers per 4,000 infantry and 400 per 4,000 support personnel, including military and civilian elements. The strength of the Engineering Service at 15 September 1994 was 984 personnel, including those awaiting processing. Partially to fill the shortfall, it is planned at this time to raise the authorized strength of the Engineering Service from 1,000 to 1,515 and to recruit an additional 531 personnel. The other 527 engineering posts (3,447 less 1,405 military engineers less 1,515 civilian engineers) could be filled by

either military or civilian personnel, depending on the availability of both, which at this time is undetermined.

18. Communications. While the Netherlands signals battalion was deployed to provide communications to battalion level, the Communications Section had to design and install a new network necessary to provide communications for the military observers, civilian police, Civil Affairs and civilian support and, ultimately, the Force, as well as to install equipment for the United Nations global network. With the planned withdrawal of the Netherlands signals battalion, concluded in July 1994, the Communications Section assumed responsibility for operating 12 communications centres. This was accomplished with a total of 155 civilians replacing 498 military personnel. In addition to providing communications for the entire mission and liaising closely with the Military Communications Branch, the section, at the direction of the auditors, operates a telephone accounting unit. The section will also have responsibility for the establishment of a communications facility at the regional supply base.

19. Transportation. The Transport Section was significantly affected by the reduction of the French logistics battalion. With the French unable to provide mission logistics support, the UNPROFOR Transport Section became fully responsible for most third-line transportation and maintenance for all military vehicles. An additional 224 personnel were required to replace the recalled truck company. Recent Security Council resolutions have added a further 10,170 contingent personnel to the 34,700 previously authorized. It is not expected that these contingents will include significant logistical support, third-line transportation or maintenance support, and it will therefore be the responsibility of the Transport Section to provide additional support to meet the needs of the increased military personnel. Military officers have been integrated into the transportation structure. They enhance military and civilian relations between the battalions and the civilian branch of the United Nations, and advise the Chief Transport Officer on financial, technical and operational improvements, particularly in acquiring and maintaining military equipment.

20. Supply and Property Management Section. Upon the withdrawal of the French logistics battalion, UNPROFOR civilian contractual personnel assumed control of the warehouse and general supply system. The transfer from military to civilian management resulted in a first year savings of $900,000 and the reduction of 62 posts (a manpower cut of 43 per cent). The Property Control Unit is responsible for the UNPROFOR non-expendable property inventory, representing a value approaching $100 million. This unit is also responsible for carrying out in and out surveys of contingent-owned equipment, the value of which is currently estimated at $1.9 billion.

21. Support Services Operations Section. Responsibility for planning battalion rotations, cargo and passenger movement, reconnecting road and rail routes, providing airport services and airport liaison (previously done exclusively by the Norwegian movement control unit) and administering movement contracts and services (previously done separately by civilian staff) has been integrated in order to ensure that movement activities are conducted at the least cost to the United Nations and that comprehensive financial oversight and management are conducted by qualified United Nations staff. This required the formation of a

new section within Integrated Support Services. Troop rotation in UNPROFOR takes place on average one battalion per week, which, over a six-month period, numbers some 70,000 personnel. Between March and September 1994, 60 per cent of the main supply routes to the battalions were closed for two weeks or more, putting a load on the air mode. Air operations moved, within theatre, 229,000 passengers and over 23,000 tons of cargo (mostly food). Out-of-area support during this period ranged from a road convoy to Georgia to several air missions to Rwanda and Somalia.

22. Support bases. The size of the mission (98,700 square miles) makes it impossible to provide service to the Force from a single place. Furthermore, access to the Force, deployed in 57 locations, is dictated by the few available routes, coupled with the numerous restrictions to movement caused by the conflict and the weather. UNPROFOR has been obliged to establish support bases in the north at Pleso (rear support base) near Zagreb, and on the south coast at Split (forward support base). These locations were selected in part to integrate United Nations civilian staff with extant military support organizations. These support bases are augmented by two forward logistics sites in Bosnia and Herzegovina and one at Skopje, the former Yugoslav Republic of Macedonia, to redistribute and hold emergency stocks of compo rations, packed water and fuel for the units. Pleso and Split are intended as support bases for an operational mission.

New definitions for military support (para. 33)

23. Combat support are those units or elements in support of the combat units (infantry, armour) for the implementation of an operational mission. Combat support includes artillery, engineers, signals (or communications), army aviation (helicopters and fixed-wing) and air force or navy elements.

24. Combat service support includes transportation, maintenance, supply, medical support, military police, movement control and headquarters units.

Budget proposals on the programme support, including the number of support posts, to be financed from the Trust Fund for the restoration of essential public services in Sarajevo (para. 40)

25. Budget proposals on the programme support to be financed from the Trust Fund will be provided in the next report of the Secretary-General on the financing of UNPROFOR.

Staffing structure of the Office of the Special Coordinator to be financed from assessed contributions (para. 41)

26. In accordance with the recommendations of the Advisory Committee, the staffing structure for the Office of the Special Coordinator contained in document A/49/540, annex VI, is as follows: one Assistant Secretary-General, one D-1, two P-4, two General Service (other level) and two local staff.

Indication of a clear legislative mandate for the development of an UNPROFOR radio station (para. 45)

27. A description of public information activities of UNPROFOR, including the proposed radio station, was contained in paragraphs 30-32 of the report of the Secretary-General to the Security Council dated 17 September 1994. 1/ The Council was invited to endorse the public information policy and programmes of UNPROFOR, including the establishment of the UNPROFOR radio station. The Security Council approved the public information activities of UNPROFOR in paragraph 1 of its resolution 947 (1994) of 30 September 1994.

Clarification in respect of the policy on staff rotation (para. 46)

28. Secretariat staff are initially detailed for a period of from six months to one year depending on the mandate of the particular mission. Extensions could be granted depending on the needs of the mission, the agreement between the staff member and the further release by the parent department. Departments are required to block the post for the staff member up to a period of two years. If the staff member is on mission for up to three years, the parent department is required to block a post for the re-absorption of the staff member upon his/her return. For those staff members who remain on mission beyond three years, the staff member, the parent department and the Office of Human Resources Management would have to agree that the eventual placement upon return from mission would depend on the staffing situation in the department and the Secretariat.

29. Those recruited specifically for missions are granted fixed-term appointments limited to the specific mission. These appointments are normally for periods of from three to six months initially and subject to extension depending on the performance of the staff and the needs of the mission and its mandate.

Definition and scope of "core functions" and positions for international contractual personnel (para. 49)

30. Core functions are performed by United Nations personnel, including certifying officers, approving officers, legal officers and preferably middle and senior line management functions. Information on positions for contracted personnel was provided to the Advisory Committee on 14 October 1994 in connection with its review of document A/48/945 and will be made available to the Fifth Committee during informal consultations.

Lease agreement for the residence of the Special Representative of the Secretary-General, including the cost of security (para. 52)

31. The Special Representative of the Secretary-General is currently accommodated in a hotel. Since accommodation is being provided, payment for mission subsistence allowance is being reduced by 50 per cent.

Problems of requisition and procurement and shortening of the process (para. 58)

32. The local procurement area of UNPROFOR has been expanded to include all Member States and Observer States from which the United Nations may now undertake procurement in accordance with General Assembly resolution 48/238 B of 29 July 1994.

Improved inventory accounting and control systems (para. 58)

33. Property control procedures cover all items received, including capital equipment, consumables and services. These procedures also detail the inputs and controls in existing automated systems, i.e., Reality and the UNPROFOR property control databases.

34. The in/out-survey database for contingent-owned equipment is the basis for reimbursement to Governments. The property control unit is the "office of record" for all contingent-owned and United Nations procured capital equipment.

35. The current practice regarding the processing of demands, issues and accounting for property, including the maintaining of asset registers, is as follows:

(a) A unit submits a justified demand to the service that has prime responsibility for providing the item/service required;

(b) The service consults its databases giving information on unit issues made, scales of issue, inventory holdings, etc., and then decides on both validity of and resources required to meet the demand;

(c) If it is agreed by the service item manager that the demand is justified, it then is satisfied by issue from stock using an issue voucher, transferred or reassigned from another unit with a transfer voucher or procured through local/international sources using a purchase order or letter of assist. Units are required to maintain records of issue vouchers. Stock taking in third line warehouses (under control of services with prime responsibility) are conducted monthly;

(d) United Nations owned non-expendable assets with a dollar value over US$ 1,500 and a life expectancy of five years, or of an attractive or sensitive nature at less than US$ 1,500, are added to the United Nations inventory submitted to United Nations Headquarters in New York, following the year-end inventory practices.

Notes

1/ S/1994/1067.